



UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
LIMITED

A/C.2/L.410
14 October 1959

ORIGINAL: ENGLISH

Fourteenth session
SECOND COMMITTEE
Agenda item 31 (a)

PROGRAMMES OF TECHNICAL ASSISTANCE: REPORT OF THE ECONOMIC
AND SOCIAL COUNCIL

Statement by the Executive Chairman of the Technical Assistance Board
at the 592nd meeting on 14 October 1959

Mr. Chairman,

On Thursday, 29 September 1949, little more than ten years ago today, the Second Committee of the General Assembly opened a debate on the economic development of under-developed countries under the Chairmanship of Mr. Hernan Santa Cruz of Chile. During the course of this debate - the precursor of many others on the same subject - the Committee had before it a resolution - No. 222 - only recently adopted at the ninth session of the Economic and Social Council in Geneva. This resolution, perhaps the best known by reference number of all the Council's resolutions, provided for the creation of the Expanded Programme of Technical Assistance and laid down the basic principles which have governed the operations of this Programme over the last ten years. The Council's action was warmly welcomed by the Second Committee and at the end of the debate the following resolution was adopted unanimously by the General Assembly:

"The General Assembly,

"Having considered the Economic and Social Council's resolution 222 (IX) A of 15 August 1949 on an expanded programme of technical assistance for economic development,

"Approves the observations and guiding principles set out in Annex I of that resolution and the arrangements made by the Council for the administration of the programme;

"Notes the decision of the Council to call a Technical Assistance Conference for the purpose of negotiating contributions to the programme;

"Authorizes the Secretary-General to set up a special account for technical assistance for economic development, and approves the recommendations of the Council to Governments participating in the Technical Assistance Conference, regarding financial arrangements for administering contributions and authorizes the Secretary-General to fulfil the responsibilities assigned to him in this connexion;

"Invites all Governments to make as large voluntary contributions as possible to the special account for technical assistance."

The vote took place in this Committee, sitting at Lake Success, on 14 October 1949, so that we may be said to be celebrating here today, the Tenth Anniversary of the General Assembly resolution which endorsed the action of the Council and made the necessary financial authorization to bring the Expanded Programme of Technical Assistance into being.

It was an historic vote which has made possible a decade of constructive service by the family of United Nations organizations for the benefit of the less developed countries of the world. It was an action on which the General Assembly can look back with some pride and satisfaction. May I say, as one who has had some share in this great enterprise since it was no more than a daydream in a few adventurous minds, that it has abundantly justified our belief in the effectiveness of international co-operation as a practical means of dealing with difficult economic and social problems.

Ten years of legislative history do not provide ten full years of operations. Indeed, the first Pledging Conference was not held until June 1950 and operations under the Expanded Programme began rather slowly. But the groundwork was already laid on a modest scale more than ten years ago, under the regular budgets of the United Nations and of some of the specialized agencies. It is, therefore, possible to look back over a decade of work, to take stock of what has been done, and to give some fresh thought to what may be possible in the years to come.

Mr. Chairman, some members of this Committee may be a little weary of the statistics - now frequently quoted from the last Report of TAB - which summarize in bald figures the cumulative record of achievement. But the 8,000 men and women

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of many nationalities who have served the Programme as experts since operations began constitute a well-tested army of United Nations veterans in the fight against poverty, ignorance, ill-health and economic backwardness. And the 14,000 fellowship holders who have gained new knowledge and experience under United Nations programmes now constitute a body of alumni whose contribution to the economic and social development of their many countries and territories is by no means insignificant. It is gratifying to record that some 140 countries and territories have benefited from the Programme, and that the number of contributing countries has risen from 54 to 86. Contributions, which have increased gradually year by year, will reach a grand total of \$268 millions if the announcements made at the Pledging Conference last week are taken into account. This is not an unimpressive sum. To judge the actual scale of the Programme, however, one must add the considerable counterpart expenditures, borne by recipient governments which have run to about three times the level of the field costs of the Expanded Programme. Thus, to the extent that the over-all impact of our activities can be measured in terms of money, this has been of the order of three-quarters of a billion dollars. In addition, the technical assistance provided under the regular programmes of the Participating Organizations has increased, and a significant amount of assistance has been supplied on a payment basis.

The basic resolution which the Second Committee considered ten years ago envisaged a Programme which would draw upon the technical knowledge and experience of as many countries as possible. Who could have imagined, however, the remarkable increase in the multi-national character of the Programme as the years have gone by.

Year by year, as recruitment arrangements were established over an increasingly wide area, the number of countries providing experts and training facilities for fellowship holders has grown. In the early years of the programme over half the experts came from only three countries, - the United States, the United Kingdom and France. In 1958, these countries supplied many more experts although they represented only about one-third of the total. Similarly, between 1950 and 1958, the number of countries and territories providing fellowship facilities rose from 45 to 107. The possibility of drawing on experts and training facilities in many of the less advanced countries themselves has proved to be extremely advantageous to the Programme, broadening an already

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wide range of choice in finding the most suitable source from which to meet specific needs. So many countries are now taking part on the giving end as well as on the receiving end, as it were, that what began as technical assistance has proved to be technical co-operation on a world-wide scale.

These measures of the success of our work are satisfactory so far as they go, but it would be implausible, to say the least, to claim that the quantitative records of the Expanded Programme - numbers of experts and fellowships, numbers of countries contributing, countries served, nationalities moving to and fro - serve as an adequate measure of achievement. The test question is - what has been the result of all this activity? What has been the contribution in real terms, to the economic and social development of the less developed countries of the world? There is, of course, no simple answer. There have been many failures and near failures, many shortcomings and many disappointments. It would have been surprising if it were not so. But there is also a substantial body of well-attested achievement in every branch of the work. In some of the larger countries the impact of the Programme may not have been of tremendous significance in relation to the size of the problems with which governments were grappling. Even so, the reports of the organizations and the results of evaluation studies, record a wide range of successful contributions to national development, the catalytic effects of which have sometimes produced results out of all proportion to the volume of international assistance involved. In many smaller countries, and especially in some of the poorer countries, the practical contribution of the Programme has been of great importance in strengthening the political independence as well as the economic and administrative foundations of the governments concerned. The fruits of much of this work are not always readily seen in a single year, but a review of activities over a period of years often reveals successful achievement in fields where disappointment and seeming failure dogged the efforts of the early beginners. Experience suggests that much of what is now in doubt will prove valuable when the time is ripe. Meanwhile we can point with some satisfaction to some of the more tangible proofs of achievement. To the thousands of trained workers and managers; administrators and teachers; doctors and nurses, who owe their specialized training to the Expanded Programme.

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To the instances of increased productivity and efficiency in agriculture and industry which have resulted from our work. To the successful research and training institutions whose development has been shaped at least in part through the Expanded Programme. To developments in public administration and the conduct of economic planning which owe so much to the Programme in many countries. I submit, Mr. Chairman, that these achievements are worthy of note by the Second Committee at this tenth anniversary session.

There remains one other element in the ten year record to which I should like to give some special mention. I am thinking of the Programme in its inter-agency, as distinct from its international aspect. As you will recall, the Programme was the outcome of an initiative which called upon the Secretary-General and the executive heads of all the specialized agencies, including the Bank and the Monetary Fund, to confer and to produce a joint plan for an inter-agency programme of technical assistance for the less developed countries. It was my privilege to act as Chairman of the Committee which undertook this work, serving as representative of the then Secretary-General, Mr. Trygve Lie. It was an exciting, but far from easy task, for the habit of inter-agency co-operation was scarcely well-established, and there were deeply, one might even say bitterly, divided views as to how the proposed programme should be established and conducted. The immediate results of our labours were embodied in a report, which came to be known as the "Grey Book", and which we presented to the Economic and Social Council as the highest common denominator of our findings. So far as the substantial part of our recommendations are concerned, I believe that the "Grey Book" was a prescient blueprint of future technical assistance activity. On organizational matters, however, we were collectively less sure of ourselves, and the Council in its wisdom insisted on somewhat tighter administrative and financial arrangements. Nevertheless the heart of the matter was that the Programme was established as a combined exercise, as part of which six international agencies undertook to work together to make their specialized contribution to an over-riding common cause - the enhanced well-being of the less developed countries of the world.

After ten years the effective day-to-day collaboration of the international organizations in the field and at headquarters is usually taken for granted. As

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our Annual Report says, it requires an effort to recollect how serious a challenge resolution 222 was to the United Nations and to the specialized agencies in the early days. Each body was virtually an independent entity with its own constitution, governing organs, administrative structure and operational procedures. The formal provisions of the Council with regard to inter-agency co-ordination in the economic and social field were still at a tentative stage of implementation. The headquarters of agencies were widely separated geographically, and there was relatively little experience of combined operations. As the years have passed by, most of the early growing pains of inter-agency co-operation have disappeared. The number of participating bodies in the United Nations family has increased from six to nine, and working relationships among them have become progressively more effective and harmonious. Had it not been for the existence of the specialized agencies with their unique range of both international and technical experience and contacts it would not have been possible for the Programme to approach the results which have been achieved over such a wide range of assistance. On the other hand, had it not been for the actions of the Economic and Social Council, the Technical Assistance Committee and the Technical Assistance Board itself to strengthen the over-all management of the Programme, its effectiveness would surely have fallen far short of what has in fact been realized. As Executive Chairman of the Technical Assistance Board ever since this office was created in 1952, I should like to pay a tribute to the executive heads of the participating organizations, and to the many members of their staff who have served the Expanded Programme over the years, for all they have done to make this Programme so successful a demonstration of the possibility of effective inter-agency co-operation in practical, day-to-day work. Given their established constitutional position and the inevitable pressure of institutional arrangements created to meet their own special needs, there were bound to be many serious problems of adjustment to meet the requirements of joint action in a common programme. It is to the credit of the organizations that so much has been achieved with so little friction as the years have gone by. The fact that difficulties still exist and that inter-agency problems still arise from time to time - in programming, in administrative matters and in the supervision of field activities, should not obscure the tremendous advance in inter-agency co-operation which has actually taken place.

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Country programming procedure

Mr. Chairman, as the Programme has developed, it has been necessary to take a critical look at its procedure from time to time. The most important change occurred in 1954, when a general review by the Technical Assistance Committee was followed by the introduction of a new system of country programming. This placed on recipient governments the responsibility for establishing technical assistance priorities within country targets set by the Board, while the participating organizations still remained responsible for endorsing the technical soundness of individual projects. It also introduced at the same time the contingency authority of the Executive Chairman who is permitted by the Committee, at the time of approving the annual programme, to make allocations - up to a limit of 5 per cent of the total cost of the approved programme - to finance urgent projects and programmes.

I think it is generally agreed that the new system has proved its worth and does not require any radical change. It has been felt, however, by the Technical Assistance Board itself and by the Technical Assistance Committee, that there would be considerable advantages in putting the programming procedure on a two-year cycle instead of the present annual programming arrangement. After considering this matter in Geneva this summer, the Technical Assistance Committee decided that two-year programming should be introduced on an experimental basis for 1961-1962. It was felt, however, to be only a partial solution to some of the difficulties encountered under the existing system, and the Board was asked to report next year on the desirability and feasibility of some form of project programming, under which projects would be planned and approved for their entire duration. I believe that these developments may lead to a simplification of the administration for receiving governments and international organizations alike. I also believe that it should lead to considerable improvement in the quality of the Programme.

Some achievements of the Programme

Mr. Chairman, we are told by many who both support and participate in our work of technical assistance that they like best to hear about the Expanded Programme in terms of specific projects and tangible results, and this is no doubt equally true of members of this Committee. The problem is to select a few representative projects from the hundreds that can be said to be progressing satisfactorily.

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Is there, however, such a thing as representative project in a Programme which extends to every part of the world and to almost every field of economic and social development? I prefer to think that every technical assistance project is a new and unique challenge to the Government or Governments which initiated it, and to the Expanded Programme.

In this year's report of the Board, we have devoted a chapter to brief descriptions of selected projects which have yielded significant results. To mention only a few - in India, over the past four years, about 600 fishermen have received instruction in fishing methods, in navigation and seamanship, in gear and net construction and maintenance of engines at a number of training centres organized or assisted under the Expanded Programme. From Yugoslavia comes a striking illustration of what may become a very inexpensive fellowship. A United Nations fellow, after receiving training in Poland, introduced a number of technical improvements at a factory at which he was employed, as a result of which savings were effected of several hundred thousand dollars. A pilot project in Ceylon, concerned with improvement and extended use of power-looms for weaving cotton, has had dramatic results in terms of increased productivity and output. In Ethiopia, a specialist serving at a centre for training rural leaders assisted in experiments in rural housing and in the manufacture of bricks with local soil, and this has halved the cost of construction, not only in rural areas, but also for certain industrial enterprises. The success of this centre has prompted the Government to plan similar centres for each of the twelve provinces of the country. Thanks to malaria eradication work in Burma, the number of people protected has increased from 1.3 million to 9.2 million over a period of five years. The fight against the scourge of the desert locust in Africa and the Middle East is expected to be greatly helped by meteorological analysis now under way. Assistance in the development of the Beirut airport has contributed significantly to the economic growth of Lebanon as well as to the needs of international air travel. The two regions of Pakistan have been closely linked by radio communications, and assistance has also been provided in the development of normal telephone and telegraph circuits in both regions; the new radio centre will serve as a link for an appreciable part of the Asian region with other parts

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of the world. In Ghana, an expert assisted the Government in establishing a central organization and methods unit, and in training the necessary staff. Studies conducted by this unit have already led to the introduction of improvements in a number of government departments. This is a project which might serve as an example for other parts of Africa in the emergent or initial stages of independence. From Ghana, too, comes a striking example of how a good idea from a Visiting Mission can spark imagination in a country which is ready to act. Following a recommendation by a United Nations housing mission, the Government of Ghana introduced a "roof loan scheme". The Mission had observed that many houses in the country were without roofs since, after saving the necessary bricks to build the sides of the houses themselves, the people could not afford the most costly roofing materials. The Government accordingly set up a revolving fund which issued loans in the form of roofing materials to members of village housing societies. This scheme, initiated as a result of the United Nations Mission was started in 1955, over 250 village housing societies have been formed, with 25,000 members to whom almost £660,000 has been provided in roof loans.

Five years ago, the Government of Thailand established a centre for training teams of fundamental education organizers each year with help from participating organizations. Twenty-two teams have so far graduated from the Centre and the Government is using them as the main operational instrument for a national programme of community development. The country is thus being provided with trained leadership to give educational help and to deal with agricultural problems in the rural areas.

In the United Arab Republic, a National Scientific Instruments Centre was set up five years ago with assistance under the Expanded Programme. This is now firmly established and produces a great part of the scientific instruments needed by the country for its industrial and agricultural research laboratories and universities. The Centre maintains a repair and maintenance service which has greatly increased the life of the scientific instruments used in the country. It has also played an important role in the establishing of such new enterprises as the National Atomic Energy Laboratory, and has helped to save large sums in foreign exchange.

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The Programme in 1958

Mr. Chairman, the Committee has before it the report of the Economic and Social Council which deals, among other things, with the deliberations of the Technical Assistance Committee on the report of TAB regarding the Programme in 1958. Although, in terms of money, a new record level - of \$33.8 million - was achieved, in real terms there was virtually no increase, due largely to rising costs. The number of fellowships awarded in fact decreased by 15 per cent and the number of man-months served by experts increased by barely one-half of 1 per cent.

Within this rather stable volume of technical assistance, there was a further modest geographical shift towards Africa - primarily to countries which have become independent, or are approaching independence. Field programme costs in Ghana, Morocco, the Sudan and Tunisia, for example, increased by 39 per cent, and in Somalia by 18 per cent.

During the course of the year, the multilateral character of the Programme was maintained, experts being drawn from sixty-four different countries and territories and fellows being sent to sixty-eight countries and territories for training. Equipment and supplies were bought from sixty-seven different countries at a cost of \$3.2 million.

Since there was only a modest increase in the total resources of the Programme, the scope for starting new projects was limited. Nevertheless, some important new activities were initiated in 1958, in several cases with contingency allocations from the Working Capital and Reserve Fund.

With the growing share of Africa in the total programme, new projects were relatively numerous within that continent. For example, two experts were assigned to assist in setting up a new development department in the Development Bank of Ethiopia. A substantial supplementary programme was granted to French Overseas Territories, covering agricultural and forestry development, industrial development, and ophthalmology. In Ghana, new activities covered economic surveys and statistical organization, public administration community development, employment information, and various aspects of agriculture and health. Similarly, in Somalia, there were new projects in the fields of agriculture, manpower organization and vocational training, and fundamental education.

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In the Middle East, senior personnel were provided for a new regional project, the Near East Forest Research Centre and the Forest Rangers School, located in the Syrian Region of the United Arab Republic. A particularly interesting new regional project in Latin America was the Agricultural Census Training Centre in Lima, in which the FAO, the United Nations, and IASI co-operated, together with the Governments of Peru and Venezuela. Using sampling techniques new to Latin America, the Centre is intended to help a number of countries in the building up of a body of officials trained in all aspects of census-taking, in preparation for the world census of population and agriculture which has been arranged for 1960. In the same connexion, an expert was provided to assist the new Federal Government of The West Indies in setting up federal statistical services. Preparation for the 1960 world census was also the objective of a Regional Census Training Centre for Asia and the Far East, held in Japan under the auspices of the FAO and the United Nations, with the co-operation of the ILO and WHO, and active support from the host Government.

Progress in 1959

Turning to 1959, it is unfortunate that the programme planned by the Technical Assistance Board and approved by TAC for 1959 exceeded the financial resources which have become available. Despite the use of \$1.5 million, withdrawn from the Working Capital and Reserve Fund, it has been necessary to use the "earmarking" device to hold back expenditures to 94 per cent of the sum which would have been required to carry out the programme as originally planned. This has meant that there has been a considerable shortfall in the delivery of the planned programme in many countries, and for this the Board and the participating agencies concerned wish to express their deep regrets. In some - but not all - countries the effect of this cutback has been mitigated by the use of the programme contingency authority given to the Executive Chairman.

Contingency allocations in 1959

This authority has continued to give flexibility to the programme by enabling us to meet urgent needs for assistance, unforeseen at the time when the programme was approved.

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I shall be giving a full report to the Technical Assistance Committee next month on the contingency allocations made so far this year. In the meantime, perhaps I may draw attention to a few examples. For newly-independent Guinea - and taking into account a resolution of the Economic Commission for Africa - we have been able to provide experts in public finance, economic survey, public administration, employment, vocational training and meteorology. Similarly, through contingency allocations, we have been able to respond in some measure to resolutions of the General Assembly relating to the needs of Afghanistan, Libya, Somalia and Togoland. Afghanistan received a substantial quantity of printing equipment to meet the consequences of a disastrous fire, Libya the services of experts in social security and radio frequency usage and an expert adviser for education, as well as a fellowship in agriculture, Somalia an educational planner and a handicrafts expert as well as a fellowship in educational planning, and Togoland experts in economic survey, public finance, public administration, and co-operation. Contingency allocations for Africa in the present year have so far amounted to about \$308,560, or 22 per cent of the total contingency allocations.

While we have been happy to act in this way on the wishes of the General Assembly, I think I should say that TAB, at a recent session, observed that it faced "serious difficulties in attempting to respond effectively" to requests of this kind for help in respect of specific countries "without creating serious disturbances in the programmes of other countries at a time when the programme as a whole must be reduced". Our difficulties in responding effectively to the wishes of the General Assembly are a matter of considerable concern to the Board. They will, unfortunately, remain with us so long as we fail to achieve a steady increase in our resources.

Co-operation with other programmes

Mr. Chairman, some of the most promising developments of our work during the last twelve months have resulted from excellent co-operation with other aid programmes in association with the recipient governments. Thus, in Afghanistan a comprehensive plan for the development of agriculture resulted from the joint action of the FAO Mission, the ICA Programme, and the University of Wyoming Mission, together with the Afghanistan Department of Agriculture. It is

hoped that these plans will form the basis of a far-reaching agricultural development programme to be financed in part by foreign aid. Similarly, in El Salvador the FAO re-afforestation plan is now being put into effect with the help of external finance from ICA.

I have referred on previous occasions to the ambitious project for the development of the Lower Mekong River and make no excuse for doing so again. Initiated by the Economic Commission for Asia and the Far East and supervised by a committee representing the four riparian Governments, this project is a good example of how assistance under the Expanded Programme can generate help from other sources. In the twenty months that have elapsed since the report of the first United Nations mission was issued, the Governments of Australia, Canada, France, Japan, New Zealand, the United Kingdom and the United States have all promised assistance of various kinds to the four-nation committee. Most recently, Iran, a member of ECAFE, has offered to provide the total oil requirements involved in the various survey operations. An Executive Agent has been appointed by the United Nations to co-ordinate the programme, which includes technical assistance by a number of specialized agencies. The Special Fund has also been asked to contribute towards certain phases of the Programme.

Technical assistance on a payment basis

Members of the Committee are familiar with the arrangements whereby a number of countries, of which Iran, Iraq, Sudan and Venezuela may be quoted as examples, received supplementary technical assistance on a payment basis. This is a gratifying development of our work - a sure indication that what we are doing is appreciated - and as a welcome extension of the possibilities of effective action. In this connexion, I should like to draw attention to a new form of agreement for technical assistance on a payment basis which is about to be concluded with the Government of Venezuela. This agreement will cover a special programme of technical assistance, over and above the programmes which the participating organizations are undertaking in that country under the Expanded Programme and their regular programmes. Payment for each project will be made in advance and in convertible currency at the time when the participating organization concerned completes its technical review of the Government's request. The Resident

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Representative in Caracas will serve as the official channel for all requests to the participating organizations for assistance under this special programme. He will present to the Government the cost estimates prepared by the participating organizations in connexion with these requests and will assist the Government in co-ordinating the special programme with the Expanded and other Programmes. This streamlined form of funds-in-trust may perhaps serve as a model for similar arrangements with other countries.

Institutional developments

From this year onwards, our work will be influenced by three important new developments. In the first place there is the accession of the International Atomic Energy Agency as a participating organization in the Expanded Programme. This extends our range of activities and, incidentally, makes imperative an increase in our total resources if we are to make full use of the Agency's potential. Secondly, the Special Fund is now in active existence, and Mr. Hoffman and I have been in close touch to ensure that there is practical co-operation between the two programmes at all levels. Finally, technical assistance in the field of public administration has been reinforced by the creation of OPEX, through which the Secretary-General exercises the authority given him by the General Assembly to help governments in securing qualified men and women as government servants to perform operational or executive duties. All these developments contribute to the power of the United Nations family to assist in economic and social development. Each, directly or indirectly, buttresses the other, and we can feel confident that together they will enhance the effectiveness of the Expanded Programme.

Co-operation with the Special Fund

In the case of the Special Fund an additional word is warranted. One can see clearly from the programme approved by the Governing Council in May a demonstration of the close functional relationship between the Fund and the Expanded Programme of Technical Assistance. The support which the Fund will be giving to ICAITI, the Central American Technical Institute in Guatemala, and the Middle East Technical University in Ankara are but two examples of projects which

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have demonstrated their value to the point where the need for intensified and expanded international assistance was appreciated and recognized. Other Special Fund projects which, as it were, start where technical assistance left off, are an electric power survey in Argentina, the survey of the Volta River Flood Plain in Ghana, and a pilot project for drainage of irrigated land in the United Arab Republic. I expect that this fruitful and close relationship between the two programmes will continue to be revealed in future activities of the Special Fund. The co-operation between the Fund and the Expanded Programme is already close and effective at almost every level: the Executive Chairman of the Board is one of three members of the Consultative Board which assists the Managing Director of the Special Fund with advice in the examination and appraisal of its work. The Programme Division of the TAB secretariat has the opportunity to comment on requests received by the Special Fund, and our Administration Division provides administrative support to the Special Fund secretariat. Through arrangements agreed upon by the Managing Director and myself, the resident representatives of TAB also represent the Special Fund in negotiations with governments. Under the terms of the General Assembly resolution establishing the Special Fund, the United Nations, the specialized agencies and IAEA will be used whenever possible as executing agencies of the Fund, and I am satisfied that these arrangements will ensure the close co-operation and co-ordination of efforts between the two programmes, which the General Assembly so ardently desires.

The outlook for 1960

I come now, Mr. Chairman, to a provisional estimate of our 1960 financial position, based on the statements made in the recent Pledging Conference and assuming that governments who have not yet pledged for 1960 will later pledge amounts equivalent to the 1959 contributions. Our estimate of the voluntary contributions for 1960, formulated in this way, totals approximately \$33 million - a net increase of \$3 million, and I must express my thanks and those of the participating organizations, to the Governments who have contributed to this result. In particular, I should like to thank the thirteen Governments who have so far announced an increase in their contribution, despite other calls on their generosity.

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It would be appropriate at this point to mention the importance of the decision recently taken by the Government of the United States to apply the matching formula to the total amount which recipient Governments will contribute by way of local costs. The effect of this decision has been taken into account in calculating the increase in the financial resources of the Programme, and I must thank the Government of the United States for this additional contribution.

I regret to have to announce, however, that the increases so far are not sufficient to finance the 1960 programme, although it has been planned conservatively at 5 per cent below the level of the approved programme for 1959. Indeed, unless our financial estimates can be increased through additional pledges, the Technical Assistance Board sees no alternative to a further cut in the field programme for 1960. In the absence of additional pledges, the probability is that this further cut would have to be of about 3 per cent in order to stay within the limits of prudent financial administration. This would indeed be another disappointing setback for the Programme, and it may be imagined with what anxiety we await the confirmation of a number of provisional statements which, expressly or by implication, indicated that an increased contribution might be expected. May I urge upon all Governments which have not yet finalized their decision to consider the possibility of increasing their pledges to bridge the gap of some \$800,000 which remains to be filled if the programme which has been planned for 1960 is to be implemented in full. In this connexion, I should add with what pleasure I heard the statement just made by the Minister of Economy of Ecuador - a small country which has responded so splendidly.

The further outlook

At the outset of another decade of technical assistance it is not inappropriate to consider what the long-term prospects of the Expanded Programme may be. Are we reaching the limits of what is needed by the less-developed countries for the kind of service which the Expanded Programme is providing? Has the coming of the Special Fund, and, prospectively the foreshadowed establishment of an International Development Association, diminished the need for technical assistance under the Expanded Programme? In any case, what would be the most

appropriate division of labour between the various international agencies now in existence or in early prospect, and what gaps in the armoury of international co-operation for economic development remain to be filled?

So far as the limits of need are concerned, I have no hesitation in saying, here and now, that they are nowhere in sight. The planned programme for 1960 of which I have spoken to you is 5 per cent less than the programme we planned for 1959, and many of you here who have been through the truly agonizing process of cutting out important projects to fit into shrinking country target figures can testify to the need for additional assistance. The coming to birth of new States, particularly in Africa, has resulted in a quickening of interest in technical assistance channelled through international institutions, and it would be impossible to meet more than a small proportion of the requests for additional help now being prepared in African countries alone without entrenching heavily on the programmes of other countries whose needs are great. The Special Fund, and I am sure this will also be true of the International Development Association, are, by their very nature, likely to breed new needs for trained technical and administrative personnel, and for the sharing of skills and experience which it is the purpose of the Expanded Programme to supply. The time is probably not yet ripe for an examination of the most appropriate division of labour and future relationships of the various international programmes now at work or in prospect. But the time for this must surely come.

What the Expanded Programme has achieved over the last ten years, what the Special Fund is now beginning to do, and what it is hoped may be achieved by the proposed International Development Association and other bodies, are only part of a much larger picture in which the efforts and achievements and yearnings of the peoples of the less-developed countries themselves fill up the tremendous background. The contribution of the Expanded Programme has not been negligible; its future possibilities of constructive achievement are still considerable, but its greatest merit may be seen by future historians to lie in its demonstration that international co-operation for economic development is a practical working proposition, and that it proved that some dreams can come true.
